App No. 2020/0508

Applicant: Mr Bryan Mason

Description: Conversion of existing garage building, demolition of existing attached Prep/store rooms and erection of a 2 storey extension to the garage to create a split level tea rooms with associated kitchen and facilities.

Address: Parkside Cottage, Sheffield Road, Hoyland, Barnsley, S74 0EA

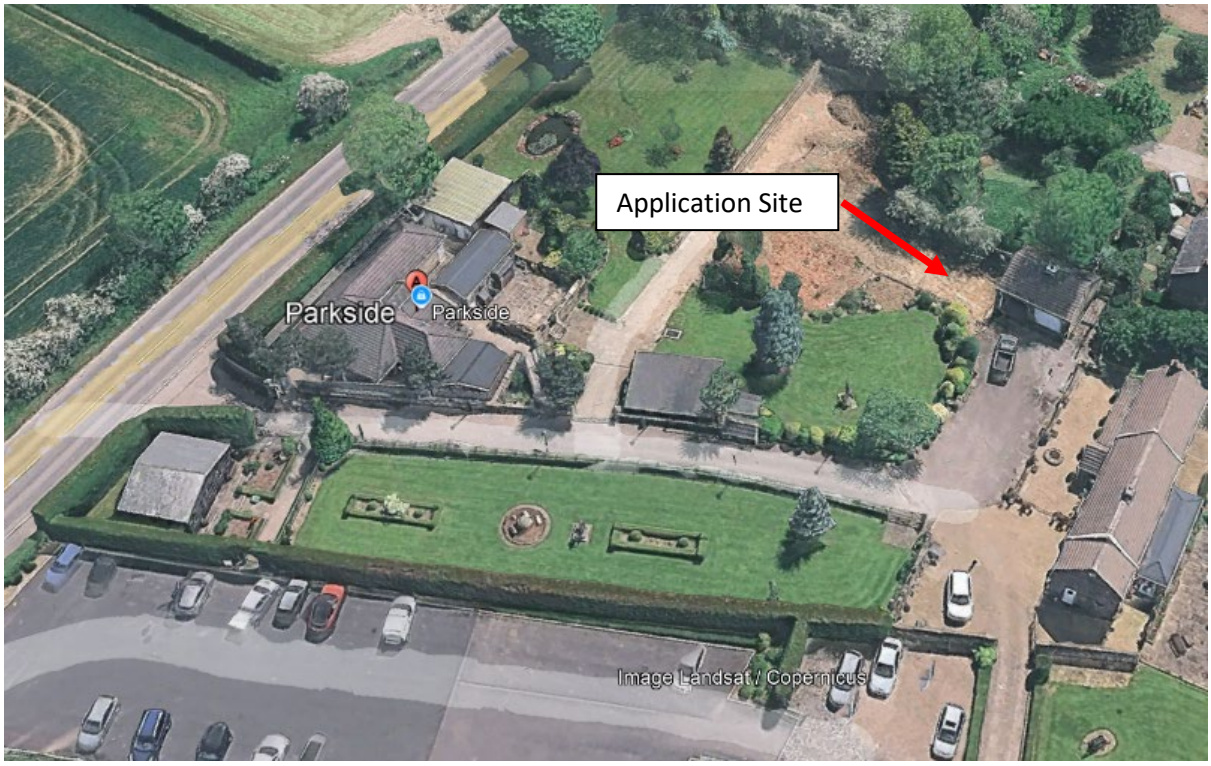
No letters of objection have been received.

Description

The application relates to Parkside which sits to the West of Sheffield Road on the outskirts of Hoyland Common. The site consists of a farm house to the South West of the site (Parkside Cottage), a farm shop to the East of the site adjacent to Sheffield Road As well as ancillary buildings used as cooking and preparation areas, Large chicken broiler units to the North West of the site and customer parking to the East of the broilers with access via a driveway directly from Sheffield Road. There are also a number of associated outbuildings evident throughout the site, including the detached garage associated with this application which is located relatively centrally. The site is mainly enclosed by mature hedgerows and planting.

Fields bound the site and continue beyond Sheffield Road to the East. The site is within the Green Belt, however, under the Local Plan large areas surrounding the site were released from the Green Belt and re-allocated. To the North West of the site is ES13 which is land allocated for employment. Since the allocation there has been significant largescale development on the site including the erection of large distribution sheds for EVRI and GEM Imports. To the North of the site, opposite Sheffield Road, is HS68 which is land allocated for housing. ES68 is allocated for an indicative 237 dwellings and alongside HS61, HS62 and HS58 forms part of the Hoyland South Masterplan Framework. No development or live applications currently relate to that particular site.





Site History

2009/0798 – Erection of a poultry broiler unit – Withdrawn

2009/1155 – Erection of detached poultry broiler unit (resubmission) – Approved subject to conditions

2011/0007 – Change of use of agricultural building to use for poultry and meat preparation and farm shop – approved subject to conditions

2015/0292 – Erection of a detached poultry broiler unit, abutting rear of existing poultry broiler unit – Approved subject to conditions

2016/0073 – Erection of a detached poultry broiler unit, abutting front of existing poultry broiler unit – Approved with conditions

2019/0996 - Variation of condition 2 of planning permission 2016/0073 to enable a change to the external facing materials from timber cladding to reclaimed natural stone - Erection of a detached poultry broiler unit, abutting front of existing poultry broiler unit (resubmission) – Approved subject to conditions

Proposed Development

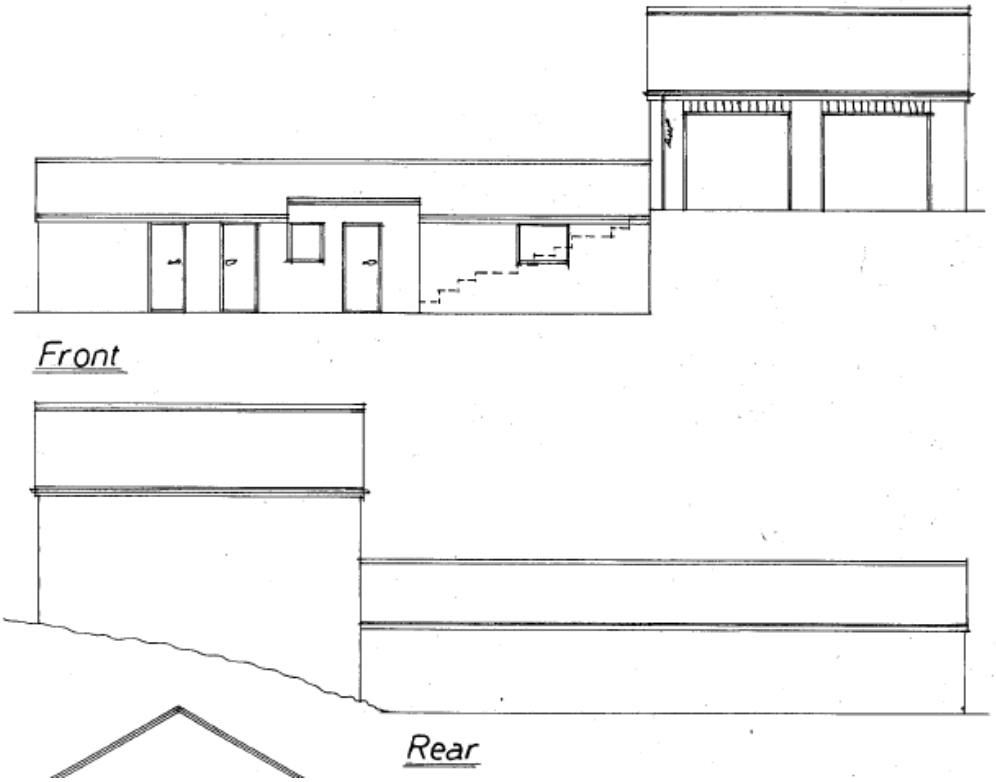
The applicant seeks permission to convert and extend the existing stone built garage building in order to create a 2 storey, split level tea room with associated kitchen, preparation areas and toilets. The applicant also states an existing store/preparation building needs to be demolished to accommodate the development but that has already occurred through the course of the application process.

The garage would be converted to accommodate a kitchen, staff area and staff toilet. Given the land levels this accommodation would be on the upper floor. The proposed extension to the garage would measure 12.8m wide and 9.3m deep. The extension would provide accommodation over 2 floors but given the land levels the 2 storey addition would have a matching eaves height to the garage and only a marginally higher ridge.

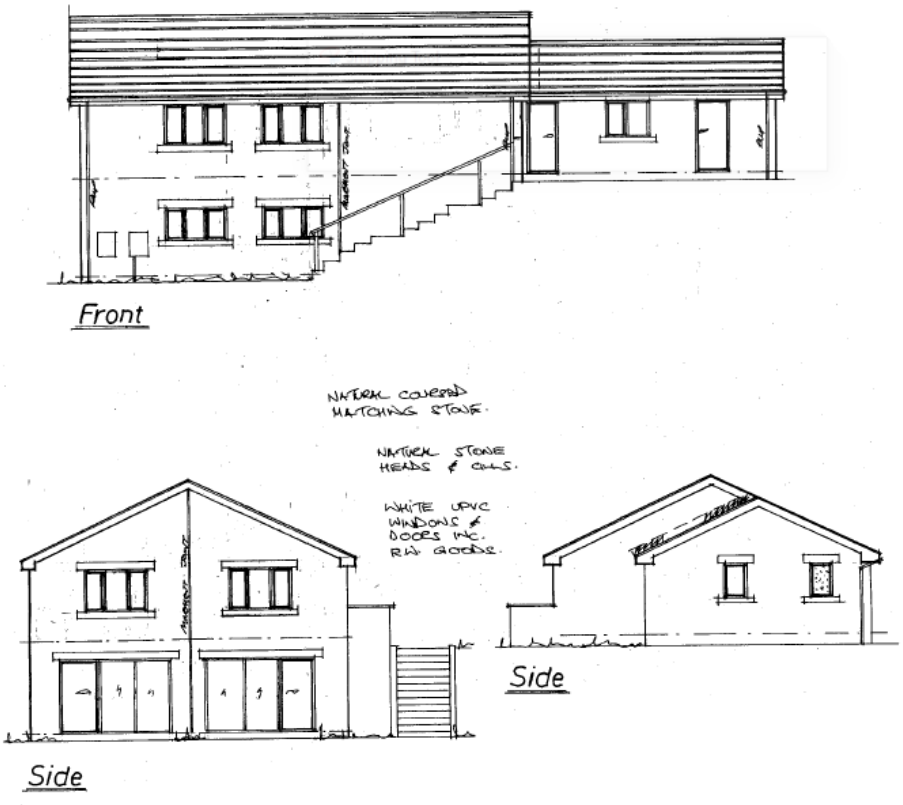
On the lower ground floor of the extension would be the entrance lobby to the tea room, tables for circa 24 covers, customer toilets and preparation areas. On the upper ground floor are tables for circa 40 covers and further preparation areas and toilets.

The materials of the extension would match the existing garage with stone walls and a slate tiled roof.

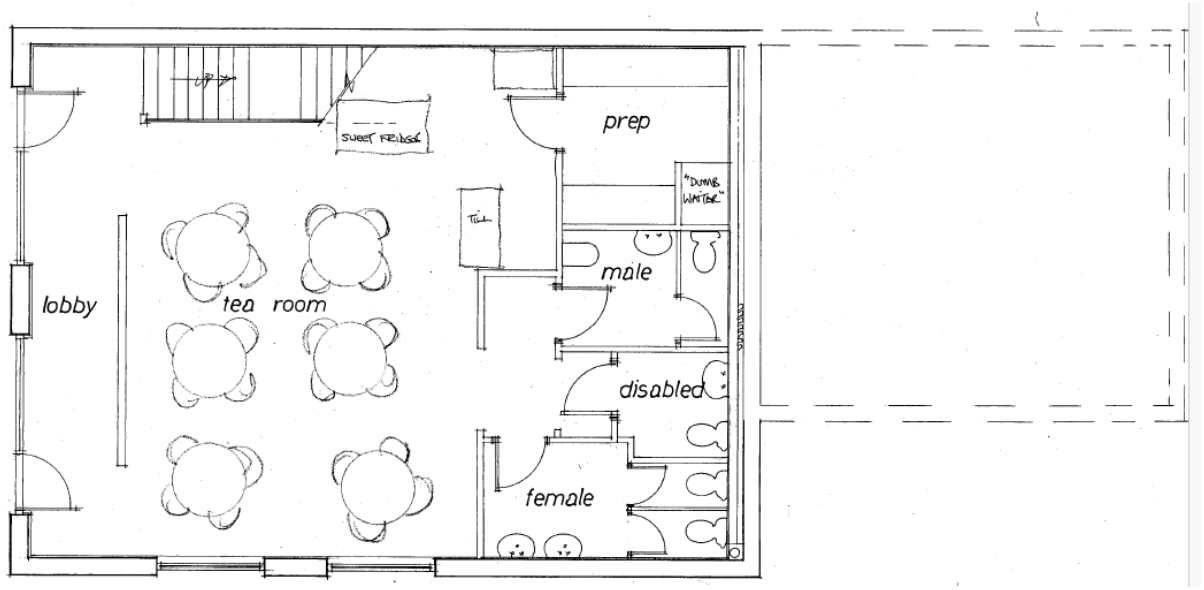
Existing (the prep/store rooms have since been demolished)



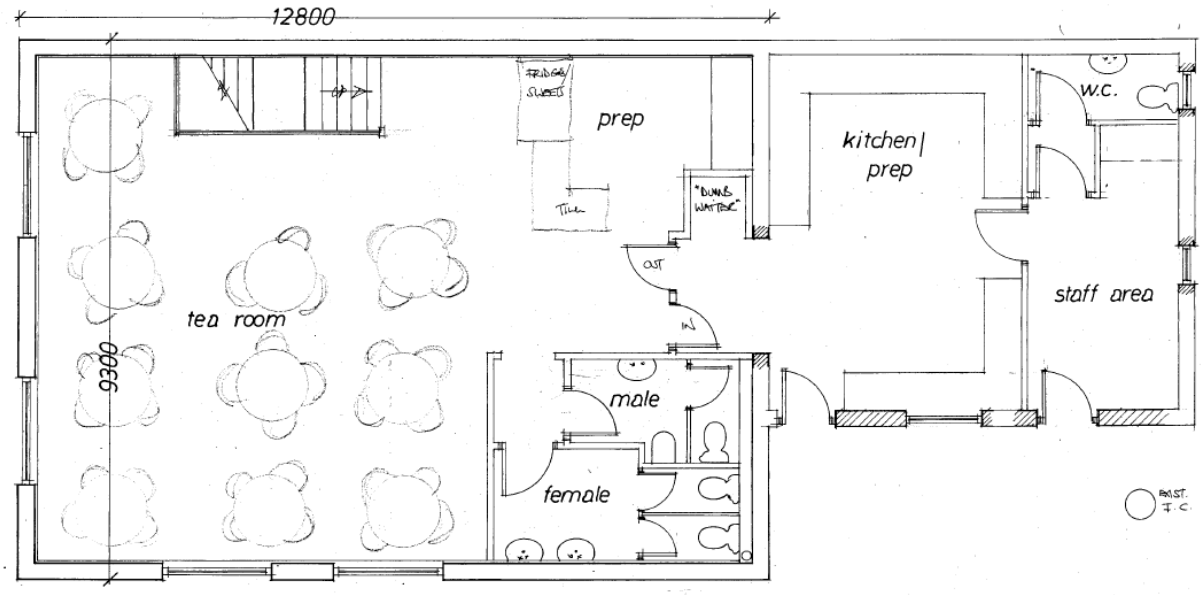
Proposed Elevations



Proposed Ground Floor Plan



Proposed First Floor Plan



Policy Context

Planning decisions should be made in accordance with the development plan unless material considerations indicate otherwise and the NPPF does not change the statutory status of the development plan as the starting point for decision making. The Local Plan was adopted in January 2019 and is also now accompanied by seven masterplan frameworks which apply to the largest site allocations (housing, employment, and mixed-use sites). In addition, the Council has adopted a series of Supplementary Planning Documents and Neighbourhood Plans which provide supporting guidance and specific local policies and are a material consideration in the decision-making process.

The Local Plan review was approved at the full Council meeting on 24th November 2022.The review determined that the Local Plan remains fit for purpose and is adequately delivering its objectives. This means no updates to the Local Plan, in whole or in part, are to be carried out ahead of a further review. The next review is due to take place in 2027 or earlier if circumstances, require it.

Local Plan Policies

The site is allocated as Green Belt in the Local Plan, as such, the following policies apply;

GB1 Protection of Green Belt
GB2 Replacement, extension and alteration of existing buildings in the Green Belt.
GB3 Changes of use in the Green Belt
SD1 Presumption in Favour of Sustainable Development
GD1 General Development
T4 New Development and Transport Safety
TC1 Town Centres
TC3 Thresholds for Impact Assessments
D1 High Quality Design and Place Making
BIO1 Biodiversity and Geodiversity
Poll1 Pollution Control and Protection

SPD/Other Guidance

Residential Amenity and the siting of buildings

NPPF

The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be applied. At the heart is a presumption in favour of sustainable development. Development proposals that accord with the development plan should be approved unless material considerations indicate otherwise. Where the development plan is absent, silent or relevant policies are out-of-date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole; or where specific policies in the Framework indicate development should be restricted or unless material considerations indicate otherwise.

Paragraphs of relevance to this application would be:

Para 85: Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.

Para 88: Planning Policies and decisions should enable:

a) the sustainable growth and expansion of all types of business in rural areas, both through conversion of existing buildings and well-designed, new buildings;
b) the development and diversification of agricultural and other land-based rural businesses;
c) sustainable rural tourism and leisure developments which respect the character of the countryside; and
d) the retention and development of accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship.

Para 153: Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances

Para 154: Development in the Green Belt is inappropriate unless one of the exceptions set out in para 154 applies.

Para 155: The development of homes, commercial and other development in the Green Belt should also not be regarded as inappropriate where;

- The development would utilise grey belt land and not fundamentally undermine the purpose of the remaining Green Belt across the area of the plan.
- There is a demonstrable unmet need for the type of development proposed
- The development would be in a sustainable location

Consultations

Air Quality Officer – No objections. Initially recommended EVCP's but these are now covered under Building Regulations

Drainage – No objections, details to be checked by Building Control

Highways – No objections subject to conditions following the receipt of additional information including a parking layout

Reg Services – No objections

SYMAS – No objections subject to standing advice

Tree Officer – No objection following the submission of the Arboricultural Method Statement, Report and Impact Assessment

Ward Councillors – No objections

Representations

The application has been advertised by way of a site notice and properties within the vicinity have been consulted directly in writing. A second round of consultations also took place following the receipt of amended plans and a change to the application description. No objection letters have been received.

Assessment

The main issues for consideration are as follows:

- The impact on the Green Belt
- The impact on neighbouring residential properties
- The impact on Local/District Centres
- The impact on the highway network and highways standards
- The impact on the ecology/trees on the site

For the purposes of considering the balance in this application the following planning weight is referred to in this report using the following scale:

- Substantial
- Considerable
- Significant
- Moderate
- Modest
- Limited

<u>Principle of development</u>

The site is within an area designated as Green Belt where development is classed as inappropriate which, by definition, is harmful to the Green Belt and should not be approved except in very special circumstances. Substantial weight is given to any harm to the Green Belt and very special circumstances do not exist unless the potential harm to the Green Belt and any other harm is clearly outweighed by other considerations.

However, the NPPF sets out a number of exceptions where Green Belt development would not be considered inappropriate. It is noted that the development would not comply with exception (c) of paragraph 154 as that the size of the proposed extension/alteration would be over and above the size of the original building. Para 154 does go onto state at point (g) that limited infilling of previous developed land which would not cause substantial harm to the openness of the Green Belt would be an exception. As this proposal would be located on an

area previously developed(ie brownfield), the proposal would therefore not be considered inappropriate development within the Green Belt and would not need to demonstrate very special circumstances. This weighs considerably in favour of the development.

Furthermore, the proposal aligns with paragraph 88 of the NPPF in that the development would enable 'the sustainable growth and expansion of all types of business in rural areas, both through conversion of existing buildings and well-designed, new buildings'. It also enables 'the development and diversification of agricultural and other land-based rural businesses'. The applicants propose to partially use an existing building on site and to expand their commercial offer on the farm to operate alongside the existing businesses which support and compliment the farm. This weighs significantly in favour of the application.

The acceptability of the development is considered in further detail under the headings set out below;

Visual Amenity

The existing garage building would be retained with only relatively minor fenestration changes proposed. The extension would sit in a similar position as the recently demolished prep/store area and would be attached to the garage. The footprint of the proposed extension is larger than the structure it replaces and would also have accommodation over 2 floors. However, given the changes in land level between the garage and the proposed extension, the height of the extension is similar to that of the garage and is considered acceptable in this case.

Furthermore, the proposed extension is located relatively centrally within the site and is surrounded by existing buildings and structures within the redline boundary. There are also very limited views of the extension from public vantage points due to the location of neighbouring structures and the hedgerows and mature planting which surround the site. As a result, the extension would not be a prominent feature or negatively affect the visual amenity of the area.

As the proposal meets exception (F) of NPPF paragraph 154 and is not inappropriate development in the Green Belt there is no requirement for the extension to meet point (c) of para 154. As such, although the proposed extension is above the size of the original building it is not disproportionately large in comparison to its surroundings and the neighbouring structures. Furthermore, it only acts as limited infill and sits centrally within the site and away from the neighbouring open Green Belt. Therefore, inline with point (g) of paragraph 154, the development would not cause substantial harm to the openness of the Green Belt which weighs moderately in favour of the development.

Although the application site is within the Green Belt, and is surrounded by fields, there has been significant development in the immediate area, particularly to the North. This is a result of Green Belt land being released as part as the Local Plan process with ES13 being created for employment development. Significant development has already taken place on ES13 which large employment and distribution sheds being erected including the Evri 'Superhub'. This site is seen in the same context as those shed from surround roads and public footpaths. There is also a housing allocation opposite the site but no development has commenced on that site to date.

Given the comments above, although the proposed 2 storey extension is larger than the structure it replaces, and is considerably larger than the garage it is attached to, it is relatively small in the context of the application site as a whole and the wider area. As such, visual amenity would be maintained, and is considered acceptable in this case, in accordance with Local Plan policy D1. This weighs moderately in favour of the proposed development.

Residential Amenity

As outlined above, although the proposed extension is larger than the structure it replaces and the garage it is attached to, the land levels mean that the proposed eaves and ridge height are comparable to the existing garage building.

The proposed structure is also located centrally within the site and is a significant distance from neighbouring residential properties. It would be adjacent to Parkside Cottage but that is the applicants property and there would still be a separation distance with the retained garage building between the property and proposed extension.

There would be some noise and disturbance generated from the proposed tea rooms and associated vehicular movements, however, as outlined above, the use would be located centrally within the site and set away from the boundaries. Furthermore, there is already commercial activity on the site associated with the farm, farm shop and florist business. The use of the tea rooms would also be during sociable hours. In addition, there is commercial activity within the wider area as a result of the development on ES13.

As a result of the comments above, it is not anticipated that noise and disturbance would be suffered by any non-involved residential properties and residential amenity would therefore be maintained in accordance with Local Plan GS10. This weighs modestly in favour of the development.

Highway Safety

The proposed floor layout plans show that the split level tearoom would be able to accommodate up to 64 customers and has an approximate floor area for customers of 106m². Reference to the Barnsley Supplementary Planning Document (SPD) Parking (2019) Table 1 shows that the proposals, based on the above details, would require between 21 to 26 car parking spaces for customers, plus 1 space per 3 staff on duty at the busiest time.

Highways initially raised concerns with the proposals due to a lack of information, however, the applicant submitted further details including a full parking layout for the entire site which would also be used by the customers/staff of the farm shop and the florists.

The proposed car parking layout shows a total of 57 parking spaces within the site including 7no. staff parking spaces. It is stated that the anticipated number of staff required for the proposed Tea Rooms is three, with the option of further existing staff members being brought in from the Farm Shop if necessary during busy periods.

Delivery/Service vehicle arrangements are to remain as existing, items sold within the Tea Rooms would be the same as those currently sold within the Farm Shop, these items would therefore be made on-site and would not require additional external deliveries to the Tea Rooms of sandwiches/cakes/pastries etc.

Based on the information provided, the proposals are considered acceptable from a highways development control perspective, subject to a condition for the parking area being appropriately surfaced and available for use prior to the opening of the tea room.

As a result of the comments above, Highway safety would be maintained in accordance with Local Plan Policy T4. This weighs moderately in favour of the development.

Biodiversity/Trees

The development is exempt from Biodiversity Net Gain (BNG) as the extension is on the site of a former structure and associated hardstanding. As such, the development does not impact a priority habitat and impacts less than 25m2 of on-site habitat. This weighs significantly in favour of the proposed development.

The Tree Officer initially raised concerns as there are trees immediately adjacent to the proposed development site but no Tree Survey had been submitted. The applicants have subsequently submitted a Tree Report, Impact Assessment and Method Statement.

The report identifies 8 items of woody vegetation comprising 6 individual trees and 2 tree groups or hedges. All the items identified are retention category C in that they are of low arboricultural significance and are not prominent in the wider landscape.

The report concludes that no trees, tree groups or hedges will require removal to facilitate the development. Tree group G2 will require minor pruning works to provide clearance from the proposed extension, furthermore the new development encroaches close to and into the edge of the root protection area of G2. However, the encroachment is very minor and it is unlikely that significant roots will be in that area, especially as a previous building stood in that space until recently.

It is also stated that the positioning of the extension would not result in excessive shading of the proposed building and there would still be room for crown growth in the future.

As a result of the comments above, the proposed development would not have a significant detrimental effect on the existing trees immediately adjacent, subject to the protection during construction outlined in the Arboricultural Method Statement, which will be conditioned. This weighs modestly in favour of the development.

Impact on Local/District centre

The proposed site sits outside a designated centre and the proposal is for a town centre use which should be directed towards a town centre, District Centre or Local centre so as not to negatively impact the viability and vitality of those centres. The closet local centre being Hoyland Common a short distance to the North of the site.

The size of the proposed use falls short of the 500m2 floorspace which would trigger the need for a retail Impact Assessment for developments falling outside a Local Centre. Furthermore, the applicant did a review of the available spaces within the neighbouring Local and District centres and did not any that were suitable or available.

The tea rooms would also work in conjunction with the existing businesses which operate on the site as the produce for the tea rooms would be provided from the farm and associated farm shop. The staff on the site would also be interchangeable during busy periods. Therefore it is far more sustainable for the business to operate from the existing site rather than being separated within a Local or district centre. There would also be linked trips between the customers of the farm shop, florist and proposed Tea room.

The landscape of the site has also changed since the application was first submitted. The site is no longer an isolated Green Belt site, separated from neighbouring areas of population, due to large parts of ES10 being built out. The site is now accessible on foot by the employees within those businesses who could utilise the tea room.

Given the above comments, the proposal would not conflict with Local Plan Policies TC1 and TC3. This weighs moderately in favour of the development.

PLANNING BALANCE & CONCLUSION

The site constitutes limited infilling of a previously developed site in accordance with point (g) of NPPF paragraph 154 and would not cause substantial harm to the openness of the Green Belt. Therefore, the proposal would not be considered inappropriate development within the Green Belt and does not need to demonstrate very special circumstances.

Furthermore, the proposal aligns with paragraph 88 of the NPPF in that the development would enable ‘the sustainable growth and expansion of all types of business in rural areas, both through conversion of existing buildings and well-designed, new buildings’. It also enables ‘the development and diversification of agricultural and other land-based rural businesses’.

All other material planning considerations have been fully explored by the appropriate consultees who have raised no objections to the proposal subject to conditions/informatives and holistically this weighs moderately in favour of the application.

Having balanced all material planning considerations, whilst a number of initial concerns were raised from consultees, these have been suitably addressed through the information supplied and further submissions in relation to the scheme. As a consequence, the positive aspects of the proposal outlined above are not outweighed by any other material planning considerations.

The proposal is therefore, on balance, recommended for approval subject to conditions/informatives.

Recommendation

Approve subject to conditions